Neighborhood Advocacy for Pedestrian Realm Improvements in the Central Corridor

A Central Corridor Pedestrian Planning Report

Prepared by Hayley Bonsteel
for the District Councils Collaborative

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EXECUTIVE SUMMARY

The goal of this project was to unify understanding of pedestrian-realm improvements along the Central Corridor in Minneapolis and Saint Paul, Minnesota. Disjointed maps, plans, and reports never present a complete picture of the types of pedestrian improvements likely to occur along the CCLRT currently under construction. A corridor-wide study was proposed by the CACC Neighborhood Livability and Transportation Equity Workgroup to ensure equitable planning for pedestrians from neighborhood to neighborhood.

Analyzing each of those neighborhoods' plans for items showing good pedestrian planning, a matrix was created for a basis upon which to rate the effectiveness of the plans. Out of the matrix, a series of maps were created to show the geographic implications of the presence or absence of certain items, like the presence of an overall pedestrian vision. These maps were created as an attempt to unify a great number of plans that may affect the pedestrian environment of the region.

The maps and matrix show a gap in effective planning in Saint Paul district councils 7 (Frogtown Community), 8 (Summit-University), and 11 (Hamline-Midway). Assisting community representatives from these districts with revising outdated plans to ensure good pedestrian planning is an important next step. The matrix also shows a paucity of specific locations of concern for personal safety from crime, although many plans included goals and concerns over the issue. Further research into locations of pedestrian-related crime could help neighborhood advocates identify unsafe areas for improvements.

INTRODUCTION

The Central Corridor Light Rail Transit Line (CCLRT) will change the way people in the Minneapolis and Saint Paul move around the cities. The CCLRT line will connect downtown Minneapolis with downtown Saint Paul, providing fast and safe transportation along this much-traveled route. The CCLRT will be eleven miles long, along Washington and University avenues in the Twin Cities. There will be eighteen new stations, and five stations shared with the Hiawatha line in Minneapolis, improving access to several major centers of economic activity.[1] Light rail transits increase property values, increase access to low-wage jobs, and attracts users from a wider range than bus transit.[2] Neighborhood residents who live within walking distance of a station will surely benefit from proximity to an efficient, cost-effective, pleasant method of travel—yet a portion of their trip will likely be as a pedestrian (including wheelchair users) or cyclist as they make their way to and from stations. This walking portion of a light rail trip brings different and complex challenges to planning in the region.

There are many comprehensive planning strategies detailed within a quarter mile radius of each station in Saint Paul's Bike Walk Central Corridor Action Plan, the Central Corridor Development Strategy, and Station Area Plans, but beyond that boundary, there are only small area plans, many of which were written before the CCLRT alignment was approved by the Met Council in 2008. These small area plans, along with various other types of plans with jurisdictions that fall within or overlap the corridor, vary considerably in how they include (or fail to include) pedestrian planning initiatives. As the vast majority of riders are expected to walk, bike, or take the bus to a station (and with no park-and-ride facilities planned, those pedestrian paths are even more important), and many people are willing to walk farther than a quarter mile, there is considerable space within walking distance of stations that will see increased pedestrian activity—yet planning in these regions is not necessarily coordinated or communicated across boundaries.

The Central Corridor Community Agreements Coordinating Committee was formed in 2010, with the mission of ensuring equitable community benefits for stakeholders along the Central Corridor,

1 Central Corridor Light Rail Transit Project Facts. (April 2011). *Metropolitan Council.* Retrieved May 18, 2011, from http://www.metrocouncil.org/transportation/ccorridor/CCLRTProjectFacts.pdf

2 Van Hattum, Dave. (2010, April 6). Hiawatha Light Rail --Benefits Confirmed! *Transit for Livable Communities.* Retrieved May 18, 2011, from http://tlcminnesota.typepad.com/blog/2010/04/hiawatha-light-rail-benefits-confirmed.html

and create agreements that meet community needs.[3] Five issue workgroups were created for specific research, including the Neighborhood Livability and Transportation Equity Workgroup. Concerned that the pedestrian realm may not be getting attention commensurate with the role it has in the transportation system, the group asked the basic questions of what planning for the pedestrian realm has been completed, what implementation strategies have been identified, what funding has been secured, and if there is equitable treatment of the pedestrian realm throughout the corridor.

Of particular concern to engaged community members and organizations is this fragmented, disjointed nature of pedestrian-level planning between various entities. This project seeks to detail the gaps in continuity of pedestrian planning. The study area includes all neighborhoods that fall within a half mile of a LRT station (see Appendix A for study area map).

The goal of the project is a complete and comprehensive picture of the capacity to implement pedestrian improvements across the Central Corridor. This research was undertaken as an attempt to unify existing plan geography through mapping types of pedestrian planning across the corridor. The CACC Neighborhood Livability Workgroup was the community advisor and primary client, and was involved in steering the direction of the research through a series of meetings. This report serves to explain and expand upon the maps and graphics produced, and summarize the findings.

METHODS

This project began with a compiled list of plans that fall within the study boundary (see Central Corridor Area Plans, Appendix B). After an initial scan, several criteria were agreed upon, and it was determined that a matrix format would be the best starting place for a visualization of the presence or absence of items before mapping. Each plan was then read through, in search of each item on the list. The preliminary matrix was presented to the Neighborhood Livability Workgroup at the February meeting. It was subsequently edited and amended to include changes requested at the meeting, and a complete version was presented at the March workgroup meeting. Several items deemed representative of planning were chosen for mapping, including implementation measures, general identified locations,

3 Community Agreements. *District Councils Collaborative of Saint Paul and Minneapolis.* Retrieved May 18, 2011, from http://dcc-stpaul-mpls.org/community-agreements

and overall pedestrian vision. These maps only included plans considered “Small Area Plans” to avoid the overshadowing of local efforts by larger entities. Additionally, locations of planned crossing safety improvements were chosen as a focus for a map that included any plan on the full list containing such information. Finally, an overall score was calculated for each plan, resulting in a map of the depth or level of planning across small-scale plans. Information pertaining to existing sidewalk network and locations of improvements identified in the Investment Framework were overlaid where sensible to give a more comprehensive picture. These maps were presented at the April workgroup meeting.

MATRIX DESCRIPTION

The matrix, created to help visualize the various types of planning that could benefit the pedestrian realm, is on the following pages: first sorted by type, then by date. Based on the chosen criteria, the matrix was created by reading each plan and looking for the presence of each item according to the definitions. The blue category, “Depth of Planning” was created for the main purpose of the project, but throughout meetings there were two subsections of interest that were subsequently pulled out for further analysis. The first, “Safety,” includes both personal safety (related to crimes and sense of danger from other people) and crossing safety (related to safety from vehicles, or perceived sense of safety in crossing at an intersection). The second subsection, “Livability,” is included to give a sense of atmospheric or environmental measures that can benefit the pedestrian experience, sometimes through aesthetics. Plantings, benches, and coordinated lighting all benefit pedestrians and affect whether or not a pedestrian feels welcome. For further details on individual items, please refer to the Matrix Definitions (Appendix C).

When sorted by date (page 8), there is a trend toward better planning (more present items) in more recent plans. Notable outliers are the District 8 Plan, which was adopted in 2009, although a final draft was reviewed as early as 2007(Summit-University (District 8) Plan, 2009). This date discrepancy suggests it was written several years before adoption, and therefore perhaps should not be compared to plans written later. In addition, the District 7 Plan, another plan missing many items on the matrix, was also developed several years before adoption. Adopted in 2007, the plan was conceived through focus groups in 2004 and 2005, with a final draft being adopted in 2005 (Thomas-Dale (District 7) Plan, 2007). These two plans should still be considered problematic, given that several plans in the early 2000s contained many items (e.g., Elliot Park, Historic Mills District, District 13, and Downtown

Development Strategy).

Two plans from the early 2000s show signs of being ahead of the trend of good planning—the North Quadrant Precinct Plan and the Franklin-Cedar/Riverside Transit-Oriented Development Master Plan. Further inquiry into these plans—who was involved, what the drivers were—could yield some insight into how the respective agencies were able to plan ahead for a pedestrian-oriented future.

Several items appear very rarely in any plan. The item with the lowest occurrence by far is "Crime Areas Identified." This item was included because this researcher considered all instances of specific locations of issues to be one step further than simply naming an issue. It is notable, therefore, that while 15 plans included personal safety as a goal or issue for pedestrians, only 2 included the locations of such issues. There is likely information on crime is many of these jurisdictions that is not included in the plans, but in most cases, there is no connection to pedestrian planning. Several reasons for this are likely, the most obvious being that most of the items considered appear in the plans under the heading "Transportation." If a jurisdiction or agency has crime goals, they may not appear under this heading—yet there is a critical connection between pedestrian experience and crime. For example, the Franklin/Cedar-Riverside Transit Oriented Development Master Plan includes: "To the west, the Hiawatha overpass creates a dark unattractive space which encourages undesired activity and makes the pedestrian environment appear unsafe and threatening" (Franklin/Cedar-Riverside Transit Oriented Development Master Plan, 2001). This kind of location identification requires an understanding of the connections between transportation and other aspects of local planning. It is worth considering what fosters this understanding, and what types of community members or planning personnel might be most likely to make necessary connections between transportation and crime (or other areas of planning).

Excluding "Crime Areas Identified," "Street Furniture Locations Identified" appeared least frequently, followed by "Environmental/Sustainability Integrated," and "Case Studies or Examples Presented." Street furniture locations, appearing in 11 plans, may not be included due to the level of specificity—25 plans included locations for planned streetscaping of some kind, so it is not unsurprising that restricting the idea of streetscaping to only include street furniture would reduce the presence of identified locations by half. It is interesting to compare, however, with "Planting Locations Identified," since these two categories both fit into general streetscaping: 21 plans included locations for plantings. The fact that locations are twice as likely as street furniture to appear in a plan could have a few causes, but it is likely because of resulting overall effect. Identifying a street to be redesigned with street trees creates a very different overall effect from an unchanged environment. Adding

benches, on the other hand, is not as drastic, or dramatic, a change. Community members may wish to see big changes made with their taxpayer dollars, and a tree-lined street may appear to be a better "product" than a community with matching trash receptacles and benches. Further research could be done as to the true effects of such measures, and the importance of street furniture for both comfort (particularly in areas with citizens of low mobility, where benches are especially needed) and overall sense of place.

"Environmental/Sustainability Integrated" and "Case Studies or Examples Presented" were included with the knowledge that their presence would likely be low. This researcher considers them to be signs of a more complex understanding of connections between pedestrian planning and larger concepts. If a group or agency considers street trees in their neighborhood to be a part of a larger systematic effort to reforest urban areas, they may be better equipped to tie their plans into existing larger-scale plans, take advantage of different kinds of resources (grants or other funding for environmental efforts), or conceptualize their jurisdiction at both a local and global scale. Case studies and examples, similarly, tie a local concept into a similar situation elsewhere in the country. Of the 12 plans that included case studies, many cited efforts in Portland, Oregon, a city with the only directly-elected planning organization in the country (http://www.oregonencyclopedia.org/entry/view/ metro/). Precedents or case studies are an effective method to advocate for change, so the presence of such an item in a plan indicates another tool for planning and advocacy.

MATRIX BY TYPE

		Depth of Planning										Safety					Livability							
	Date Created	Pedestrian Realm Mentioned	Overall Pedestrian Vision or Mission	Types of Pedestrian Experience Identified	General Locations Identified	Implementation Strategies Mentioned	Implementation Strategies Detailed	Case Studies or Examples Presented	Environmental/Sustainability Integrated	Partial Funding Identified	Total for Planning Level (SCORE)	Personal Safety (Crime) Goals	Crime Areas Identified	Pedestrian Safety (Crossings) Goals	Unsafe Crossings Identified	Streetscape (General) Goals	Streetscaping Locations Identified	Street Furniture Included	Street Furniture Locations Identified	Plantings Included	Planting Locations Identified	Design Guidelines	Total Overall
SMALL AREA PLANS																								
Bridging the Gap (St. Anthony Park Neighborhood & Prospect Park Neighborhood)	2009	X	X	X	X	X					5			X	X	X	X			X	X	X	12
Capitol Heights Small Area Plan	1999	X			X	X					3			X		X	X						6
Cedar-Riverside Small Area Plan	2008	X	X	X	X	X	X	X	X		8	X		X	X	X	X					X	14
Comprehensive Plan for the Minnesota State Capitol Area	1998	X	X	X		X			X		5					X							6
Development Objectives for North Nicollet Mall	1999	X	X	X		X					4					X	X			X		X	8
District 11 Plan	2000				X	X					2					X	X					X	5
District 12 Plan	2008	X	X	X	X	X	X		X		7			X	X	X	X	X	X	X	X	X	16
District 13 Plan-Merriam Park, Snell-Ham, Lex-Ham	2003	X	X	X	X	X	X			X	7	X	X	X	X	X	X	X	X	X	X		17
District 7 Plan	2007	X									1	X		X									3
District 8 Plan	2009	X									1			X				X					3
Downtown East/North Loop Neighborhood Master Plan	2003	X	X	X		X	X	X	X	X	8	X		X		X		X		X		X	14
Elliot Park Neighborhood Master Plan	2002	X	X	X	X	X	X		X	X	8	X		X	X	X	X	X	X	X	X	X	18
Fitzgerald Park Precinct Plan- With Amendments	2006-2010	X	X	X	X	X			X		6	X		X		X				X			10
Franklin-Cedar/Riverside Transit-Oriented Development Master Plan	2001	X	X	X	X	X	X				6	X	X	X	X	X	X	X	X	X	X	X	17
Lexington Hamline Small Area Plan	2001	X	X	X	X	X					5		X			X				X	X		9
Minneapolis Warehouse Preservation Action Plan	2000	X	X								2			X	X	X							5
Snelling Hamline Neighborhood Plan	2007	X	X	X	X	X	X			X	7			X	X	X				X		X	12
Southeast Minneapolis Industrial (SEMI)/Bridal Veil Refined Master Plan	2001	X									1												1
University Avenue SE & 29th Avenue SE Development Objectives	2005	X	X	X	X	X	X	X	X		8	X		X	X	X	X	X		X		X	16
Update to the Historic Mills District Master Plan	2001	X	X	X	X	X	X				6			X	X	X	X	X	X	X	X	X	15
STATION AREA PLANS																							
Dale Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Downtown Saint Paul Station Area Plan	2008	X	X	X	X	X	X			X	7			X		X	X			X	X	X	13
Fairview Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Lexington Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Raymond Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Rice Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Snelling Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Westgate Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
West Bank Station Area Implementation Study	2010	X	X	X	X	X				X	6			X	X	X	X	X	X	X	X		14
University of Minnesota Area Neighborhood Impact Report	2007	X	X	X		X				X	5	X				X							7
TRANSPORTATION OR OTHER PLANS																							
Central Corridor Development Strategy	2007	X	X	X		X	X	X	X	X	8	X		X		X	X			X	X	X	15
Bicycle and Pedestrian Connections to Transit Infrastructure Study	2009	X	X	X	X						4			X	X	X	X	X	X	X	X	X	13
Bike Walk Corridor Action Plan	2010	X	X	X	X	X	X	X		X	8	X		X	X	X	X	X	X	X	X	X	18
Access Minneapolis Design Guidelines for Streets and Sidewalks	2009	X	X	X		X		X	X	X	7	X		X		X		X		X		X	13
University of Minnesota East Gateway District Master Plan	2009	X	X	X	X	X			X		6			X	X	X				X		X	11
University of Minnesota Master Plan	1996	X	X	X		X					4	X				X							6
North Quadrant Precinct Plan	2000	X	X	X	X	X	X		X		7			X	X	X	X	X	X	X	X	X	16
Minneapolis Plan for Sustainable Growth	2009	X	X	X		X	X			X	6			X		X		X		X		X	11
Industry Land Use and Employment Policy Plan	2006																						0
Downtown Development Strategy	2003	X	X	X	X	X	X		X		7	X		X	X	X	X	X	X	X	X	X	17
Active Living Ramsey Communities/Rondo Path for Health	2007	X									1	X						X	X				4
41 Total Plans	Total Items:	39	34	33	27	34	22	13	12	18		15	3	32	16	36	25	16	11	29	21	27	

MATRIX BY DATE

		Depth of Planning										Safety					Livability								
	Date Created	Pedestrian Realm Mentioned	Overall Pedestrian Vision or Mission	Types of Pedestrian Experience Identified	General Locations Identified	Implementation Strategies Mentioned	Implementation Strategies Detailed	Case Studies or Examples Presented	Environmental/Sustainability Integrated	Partial Funding Identified	Total for Planning Level (SCORE)	Personal Safety (Crime) Goals	Crime Areas Identified	Pedestrian Safety (Crossings) Goals	Unsafe Crossings Identified	Streetscape (General) Goals	Streetscaping Locations Identified	Street Furniture Included	Street Furniture Locations Identified	Plantings Included	Planting Locations Identified	Design Guidelines	Total Overall
University of Minnesota Master Plan	1996	X	X	X		X					4	X				X							6
Comprehensive Plan for the Minnesota State Capitol Area	1998	X	X	X		X			X		5					X							6
Capitol Heights Small Area Plan	1999	X			X	X					3			X		X	X						6
Development Objectives for North Nicollet Mall	1999	X	X	X		X					4					X	X			X		X	8
District 11 Plan	2000				X	X					2					X	X					X	5
Minneapolis Warehouse Preservation Action Plan	2000	X	X								2			X	X	X							5
North Quadrant Precinct Plan	2000	X	X	X	X	X	X		X		7			X	X	X	X	X	X	X	X	X	16
Franklin-Cedar/Riverside Transit-Oriented Development Master Plan	2001	X	X	X	X	X	X				6	X	X	X	X	X	X	X	X	X	X	X	17
Lexington Hamline Small Area Plan	2001	X	X	X	X	X					5		X			X				X	X		9
Southeast Minneapolis Industrial (SEMI)/Bridal Veil Refined Master Plan	2001	X									1												1
Update to the Historic Mills District Master Plan	2001	X	X	X	X	X	X				6			X	X	X	X	X	X	X	X	X	15
Elliot Park Neighborhood Master Plan	2002	X	X	X	X	X	X		X	X	8	X		X	X	X	X	X	X	X	X	X	18
District 13 Plan-Merriam Park, Snell-Ham, Lex-Ham	2003	X	X	X	X	X	X			X	7	X	X	X	X	X	X	X	X	X	X		17
Downtown East/North Loop Neighborhood Master Plan	2003	X	X	X		X	X	X	X	X	8	X		X		X		X		X		X	14
Downtown Development Strategy	2003	X	X	X	X	X	X		X		7	X		X	X	X	X	X	X	X	X	X	17
University Avenue SE & 29th Avenue SE Development Objectives	2005	X	X	X	X	X	X	X	X		8	X		X	X	X	X	X		X		X	16
Industry Land Use and Employment Policy Plan	2006																						0
District 7 Plan	2007	X									1	X		X									3
Snelling Hamline Neighborhood Plan	2007	X	X	X	X	X	X			X	7			X	X	X				X		X	12
University of Minnesota Area Neighborhood Impact Report	2007	X	X	X		X				X	5	X				X							7
Central Corridor Development Strategy	2007	X	X	X		X	X	X	X	X	8	X		X		X	X			X	X	X	15
Active Living Ramsey Communities/Rondo Path for Health	2007	X									1	X						X	X				4
Cedar-Riverside Small Area Plan	2008	X	X	X	X	X	X	X	X		8	X		X	X	X	X					X	14
District 12 Plan	2008	X	X	X	X	X	X		X		7			X	X	X	X	X	X	X	X	X	16
Dale Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Downtown Saint Paul Station Area Plan	2008	X	X	X	X	X	X			X	7			X		X	X			X	X	X	13
Fairview Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Lexington Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Raymond Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Rice Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Snelling Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Westgate Station Area Plan	2008	X	X	X	X	X	X	X		X	8			X		X	X			X	X	X	14
Bridging the Gap (St. Anthony Park Neighborhood & Prospect Park Neigh	2009	X	X	X	X	X					5			X	X	X	X			X	X	X	12
District 8 Plan	2009	X									1			X				X					3
Bicycle and Pedestrian Connections to Transit Infrastructure Study	2009	X	X	X	X						4			X	X	X	X	X	X	X	X	X	13
Access Minneapolis Design Guidelines for Streets and Sidewalks	2009	X	X	X		X		X	X	X	7	X		X		X		X		X		X	13
University of Minnesota East Gateway District Master Plan	2009	X	X	X	X	X			X		6			X	X	X				X		X	11
Minneapolis Plan for Sustainable Growth	2009	X	X	X		X	X			X	6			X		X		X		X		X	11
West Bank Station Area Implementation Study	2010	X	X	X	X	X				X	6			X	X	X	X	X	X	X	X		14
Bike Walk Corridor Action Plan	2010	X	X	X	X	X	X	X		X	8	X		X	X	X	X	X	X	X	X	X	18
Fitzgerald Park Precinct Plan- With Amendments	2006-2010	X	X	X	X	X			X		6	X		X		X				X			10
41 Total Plans	Total Items:	39	34	33	27	34	22	13	12	18		15	3	32	16	36	25	16	11	29	21	27	

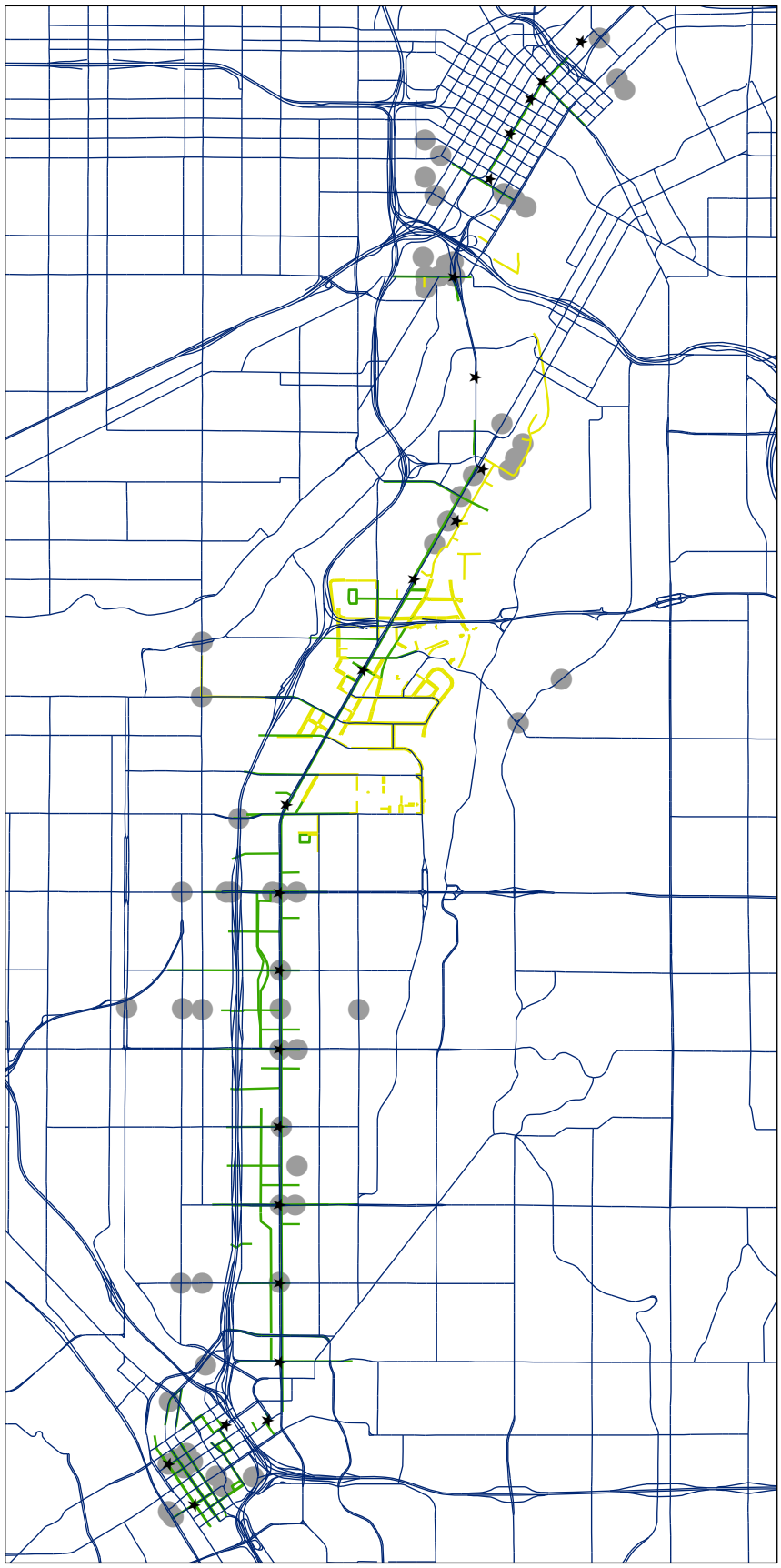
PROPOSED CROSSING IMPROVEMENT MAP DESCRIPTION

The Proposed Crossing Improvement Map (Figure 1), includes every location for which any plan proposed or desired a crossing improvement. In some cases, a plan may only have identified the crossing as unsafe—others had some ideas for improvements, and others had exact design interventions to solve the problem. In several plans, a corridor along a street for several or many intersections was identified as having unsafe crossing aspects. If the plan included any detail with proposed improvements, as to where along the street such improvements would be placed ("every major intersection," or "at the stoplights"), inferred locations were mapped. If the plan only named a corridor with no detail as to locations along it, no locations were mapped (there was only one such corridor). The plan also includes an overlay of sidewalk and streetscape improvements located for Bonestroo's Central Corridor TOD Investment Framework report.

Workgroup members cited major North-South routes as areas of concern from personal experience—this map confirms that concern in some ways. Snelling Avenue, Western Avenue, and Griggs Street all have several locations for improvements identified south of University Avenue. There is a noticeable lack of proposed improvements north of University Avenue, with one exception on Griggs Street. Additionally, Lexington Avenue, Hamline Avenue, Victoria Street, and Dale Street (as well as perhaps Fairview Avenue with one exception), are all major North-South routes to the stations, yet there are no suggested improvements beyond University Avenue. This may be because these streets are all perfectly safe, or it may be because people are not expected to use the more major routes on foot. Based on community input at workgroup meetings, however, many of these areas are quite unwelcoming to pedestrians, and are likely to be used extensively. The lack of information on such routes in the plans, therefore, is indeed a concern.

Cross-referencing this map with a map of pedestrian-related crashes or some information on recorded unsafe crossings could yield a better picture of how well the plans account for actual unsafe crossings. Attaining this information proved too difficult in the given timeframe for this particular project, but further research would likely add a deeper level of information to this map.

PROPOSED CROSSING IMPROVEMENT MAP (FIGURE 1)



Proposed Crossing Improvements

Prepared by Hayley Bonsteel
CURA - NPCR in conjunction with DCC

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April 17, 2011

STATIONS
CROSSING IMPROVEMENT

TOD Investment Framework Improvements

Sidewalk/Trail Improvements
Streetscape Improvements

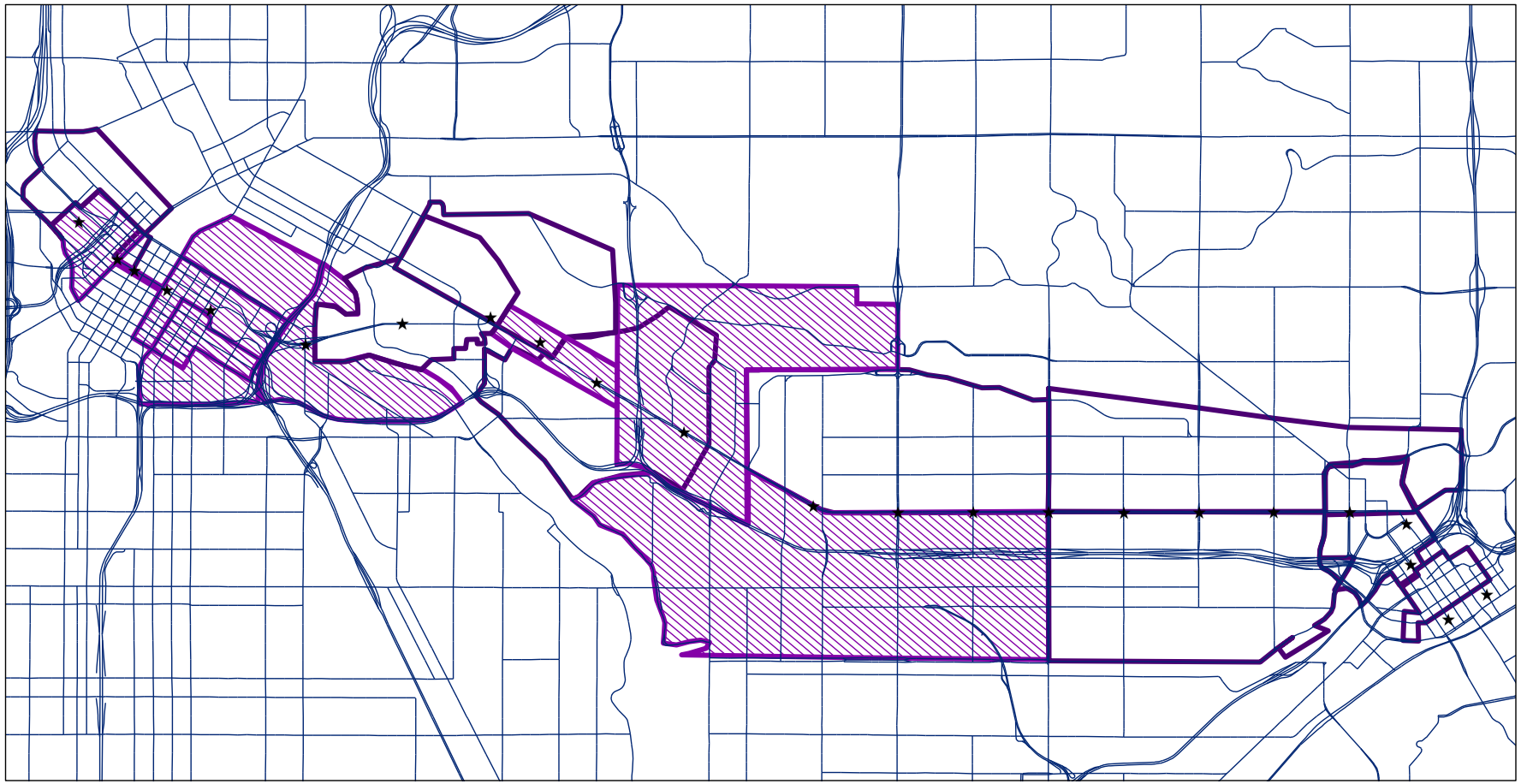
Proposed crossing improvements were identified in area plans listed in Central Corridor Area Plans as part of Central Corridor Pedestrian Planning Report. Bonestroo information provided by Bonestroo as part of Central Corridor TOD Investment Framework report, and reflects improvements planned in Bike Walk Corridor Action Plan.

IMPLEMENTATION MAP DESCRIPTION

The Implementation Map (Figure 2), or "Small Area Plans with Implementation Strategies, Funding, or Action Plan Identified," includes the outline of all small area plans (see Page 9 under "Small Area Plans). Those areas that include any kind of implementation strategy are filled for a comparison of areas that are more likely to enact changes versus those still in the conceptual stage. Any wording that included a set of steps, some sense of how to pay for improvements, or any strategy for getting projects built that would benefit the pedestrian realm was given the fill pattern.

Noticeable gaps occur on the eastern edge of Minneapolis (between 35W and Highway 280), in Saint Paul district 11 (Hamline-Midway) in St. Paul, and everywhere east of Lexington Avenue. These gaps indicate a lack of the necessary capability to push a project through to construction. In some cases, there may not be any projects to implement—but there are also areas with projects in conceptual stages that have no identified steps for moving forward.

IMPLEMENTATION MAP (FIGURE 2)



Implementation Strategies Present

Yes

No

Small Area Plans with Implementation Strategies, Funding, or Action Plan Identified

Prepared by Hayley Bonsteel
CURA - NPCR in conjunction with DCC

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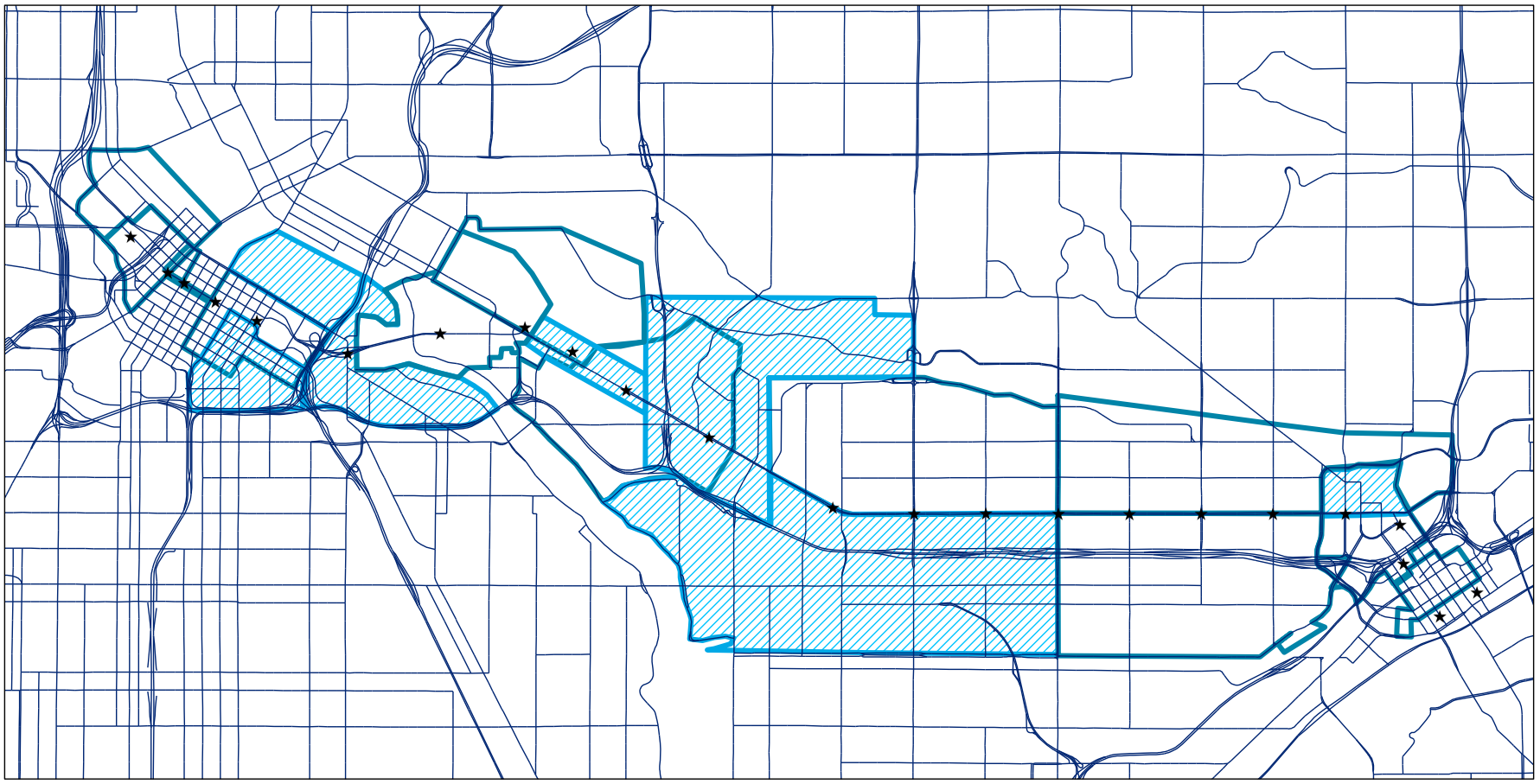
April 17, 2011

Area plans listed in Central Corridor Area Plans as part of Central Corridor Pedestrian Planning Report were analyzed for detailed information pertaining to implementation strategies. The criteria can be found in the Matrix Definitions.

LOCATION MAP DESCRIPTION

The Location Map (Figure 3), or "Small Area Plans with Specific Locations of Improvements Identified," includes the outline of all small area plans (see Page 9 under "Small Area Plans). Those areas that include any locations beyond the most general are filled for a comparison of areas that have a sense for where desired changes should occur versus those still in a more theoretical stage. To be filled in for this map, a plan must contain at least one specific location for any kind of pedestrian improvement—an entire street or corridor is acceptable, but vague areas are not. For instance, if a plan includes wording such as "The north portion of the neighborhood is not well lit for walking at night," this is not included on the map. If a plan also includes, "...such as along Pierce Butler," this is considered sufficient detail for inclusion on the map.

There is similarity to the last map, the Location Map (Figure 2), in that many gaps are the same from map to map. Noticeable gaps still occur on the eastern edge of Minneapolis (between 35W and Highway 280), in Saint Paul district 11 (Hamline-Midway) in St. Paul, and almost everywhere east of Lexington Avenue. These areas may take longer to see improvement in the pedestrian realm due to the lack of identified locations.



Plan Includes Specific Locations

Yes

No

Small Area Plans with Specific Locations of Improvements Identified

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April 17, 2011

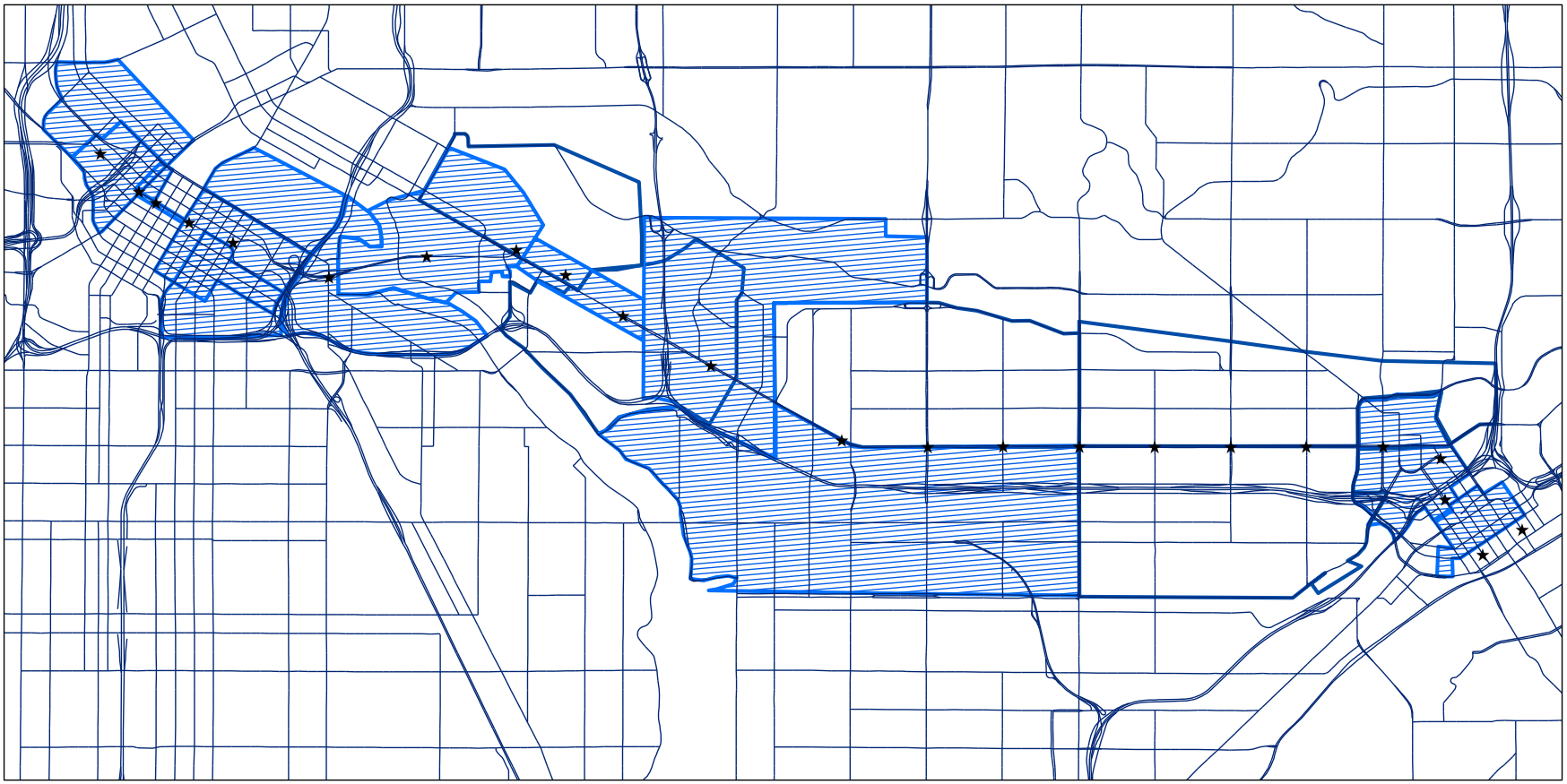
Area plans listed in Central Corridor Area Plans as part of Central Corridor Pedestrian Planning Report were analyzed for information pertaining to specific locations for improvements of any kind. The criteria can be found in the Matrix Definitions.

LOCATION MAP (FIGURE 3)

VISION MAP DESCRIPTION

The Vision Map (Figure 4), or “Small Area Plans with Pedestrian Visions,” includes the outline of all small area plans (see Page 9 under “Small Area Plans). Those areas that include a mission or overall vision for the pedestrian realm are filled for a comparison of areas that have a broad goal in mind versus those that do not have a vision for pedestrians. Some plans may not include a vision, but still include items that would benefit the pedestrian realm. This map is meant to compare the kind of comprehensive thinking necessary for a plan to include a mission or vision for pedestrians. A pedestrian vision is a specific subset of overall neighborhood-wide goals. A vision or mission should be an ideal situation visualized and conceptualized so that intervening steps lead to the fulfillment of goals for reaching the mission.

Gaps on this map still occur at the eastern edge of Minneapolis, as well as Saint Paul districts 7 (Frogtown Community), 8 (Summit-University), and 11 (Hamline-Midway). Downtown St. Paul, which has been generally unfilled in previous maps, is now filled in several areas. This makes the large gap that encompasses Districts 7, 8, and 11 even more dramatic. These areas, along with Minneapolis' eastern edge, have not conceptualized an overall vision for the pedestrian realm. Creating such a vision could be an excellent first step towards better pedestrian planning practices.



Plan Contains Vision

Yes

No

Small Area Plans with Pedestrian Visions

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April 17, 2011

Area plans listed in Central Corridor Area Plans as part of Central Corridor Pedestrian Planning Report were analyzed for presence of an overall vision or mission for pedestrians. The criteria can be found in the Matrix Definitions.

VISION MAP (FIGURE 4)

VISION, IMPLEMENTATION, AND LOCATION OVERLAY MAP DESCRIPTION

The Vision, Implementation, and Location Overlay Map (Figure 5) combines the last three maps. Areas with all three fills have plans with the most comprehensive pedestrian planning. Areas with one or two fills may be missing certain items, but still have wording in place that points to good planning for the pedestrian realm.

Areas without any fill, like certain parts of Como and Prospect Park, as well as Saint Paul districts 7 (Frogtown Community), 8 (Summit-University), and 11 (Hamline-Midway), might be least likely to see improvements for pedestrians without a vision, action plan, or identified locations. These plans may have items that benefit pedestrians, but there is not a focus on pedestrians in the language of the plans in terms of a vision, implementation strategies, or locational information.

VISION, IMPLEMENTATION, AND LOCATION OVERLAY MAP (FIGURE 5)

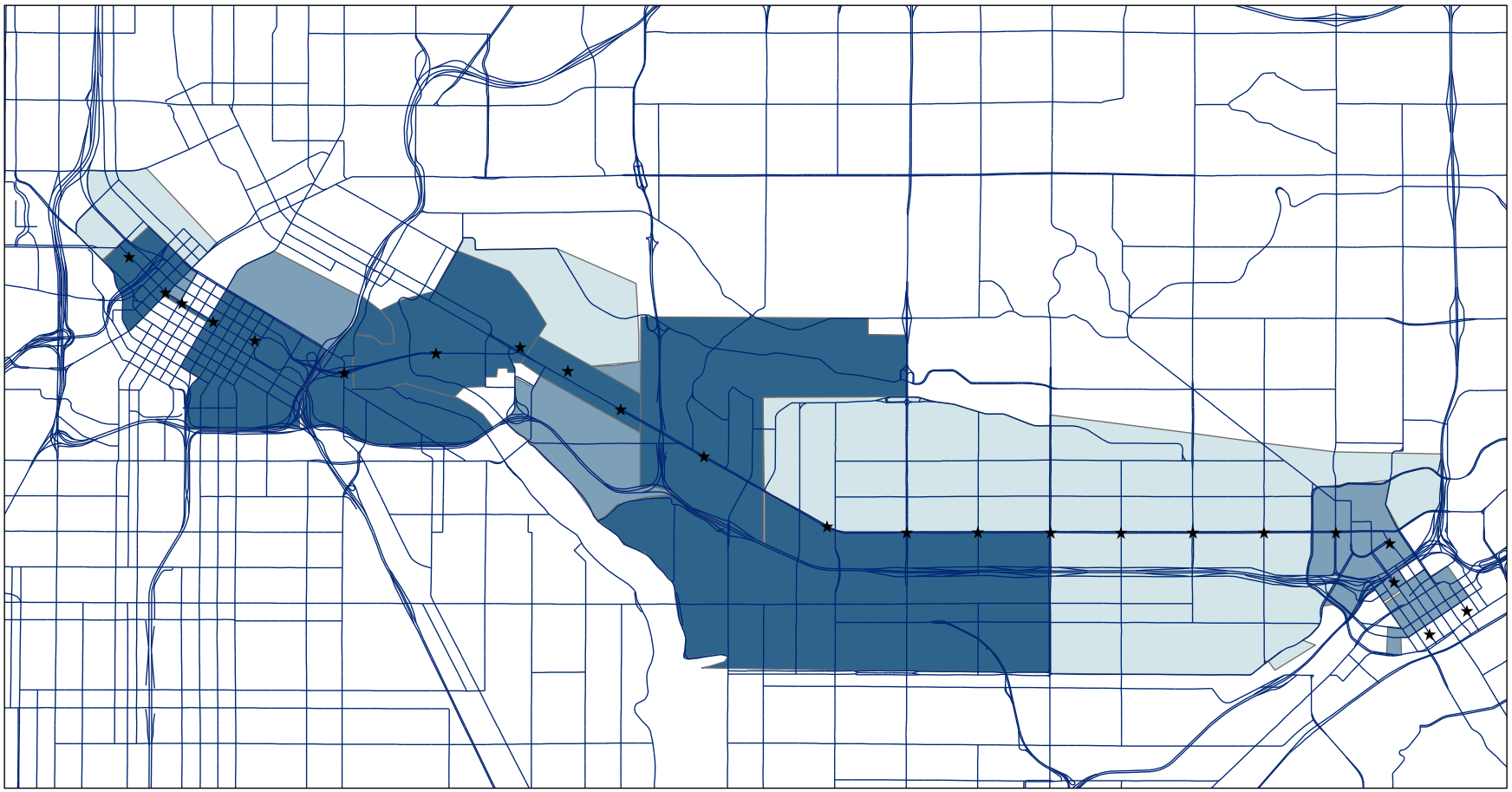
PLANNING LEVEL MAP DESCRIPTION

The Planning Level Map, Figure 6, shows each plan area in one of three colors representing a score from 1 to 8. This score is based on the blue "Depth of Planning" columns from the Matrix for the Small Area Plans (see page 9). Comparing the overall depth or level of planning between all the small area plans yields a sense for some of the subtleties that may not show up in previous maps. For instance, Prospect Park, which is not filled in any previous map, is in the middle category, as is the areas in Downtown St. Paul. Certain areas which are not filled on previous maps are indeed in the lowest category for pedestrian planning—Como, and Saint Paul districts 7 (Frogtown Community), 8 (Summit-University), and 11 (Hamline-Midway). The North Loop area of Minneapolis is also in the lowest category.

There are gaps which are not technically considered in any plan from the Central Corridor Area Plans list (see Appendix B) around the eastern edge of the University, as well as several blocks around the edges of Downtown St. Paul. These areas are likely to be considered for pedestrian planning as things get constructed, due to the importance of the areas for economic development—the University focuses on pedestrians due to student needs, and downtown areas are generally covered more comprehensively than other areas in city-wide plans.

The result of this analysis is a picture of pedestrian planning that is missing some pieces. The area in Como is fairly small and includes a lot of railroad/industrial space, so there may be less concern there. Saint Paul districts 7 (Frogtown Community), 8 (Summit-University), and 11 (Hamline-Midway), on the other hand, are large swaths of heavily-residential land with very minimal planning for pedestrians. Understanding the demographics for these areas is key to considering further steps. These plans were written in approximately 2005, 2007, and 1999, respectively. New and updated plans for these areas might be the first, most obvious intervention these areas can take to improve their planning situation. Considering plans with better pedestrian planning may be a starting place for these neighborhoods, to see what nearby areas want for pedestrians.

PLANNING LEVEL MAP (FIGURE 6)



Planning Level of Small Area Plans

SCORE

- 1 - 3
- 4 - 6
- 7 - 8

Prepared by Hayley Bonsteel
CURA - NPCR in conjunction with DCC

Miles 0 0.25 0.5 1

Planning Level Scores were calculated from area plans listed in Central Corridor Area Plans as part of Central Corridor Pedestrian Planning Report. The criteria can be found in the Matrix Definitions.

April 17, 2011

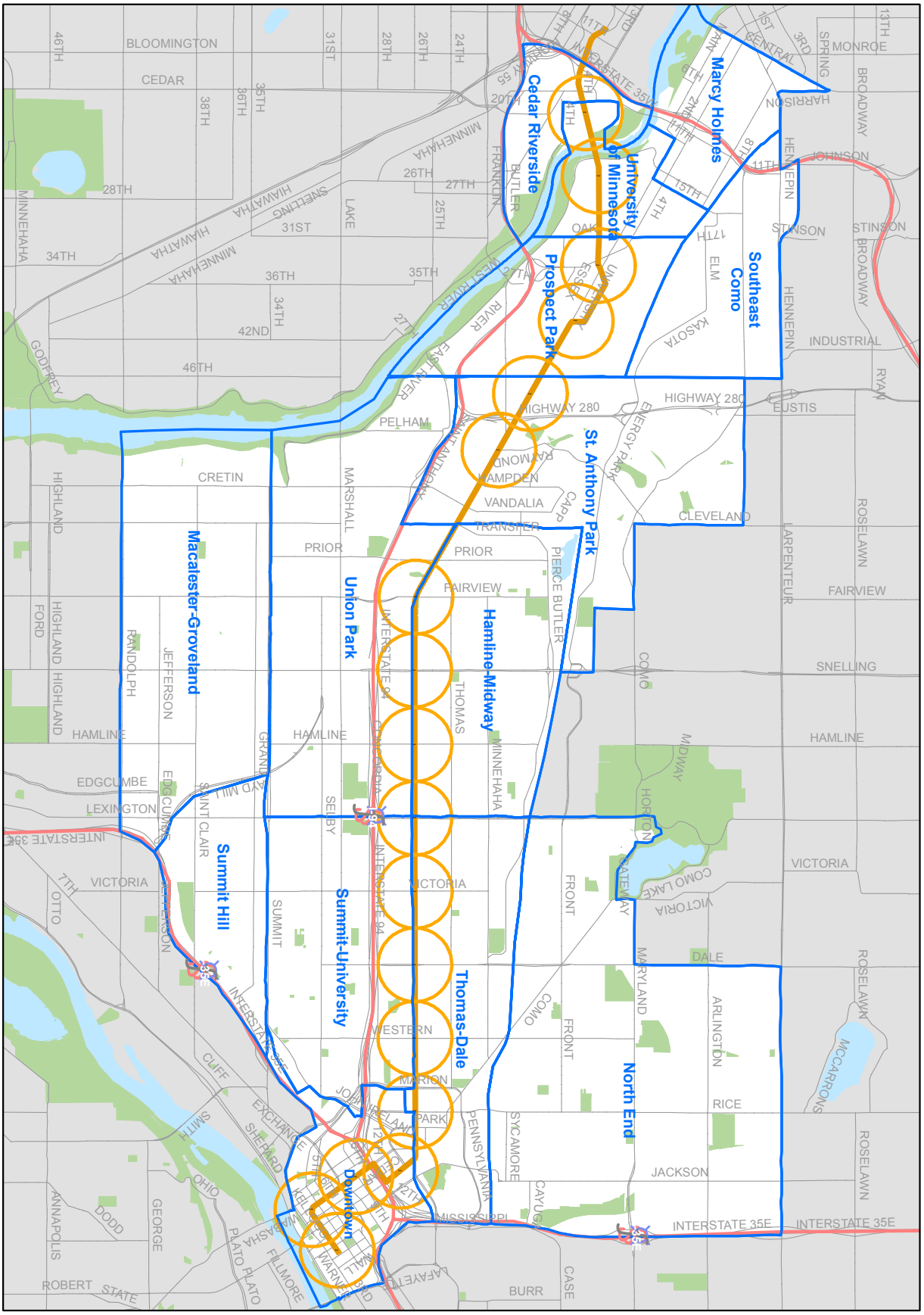
SUMMARY

The maps and matrix created for this project give a unified sense of pedestrian planning along the Central Corridor. Areas of concern have been found in Saint Paul districts 7 (Frogtown Community), 8 (Summit-University), and 11 (Hamline-Midway), and it is recommended that representatives for these regions become informed. A workshop bringing together professional planners and neighborhood representatives may be of benefit, as would assisting the neighborhoods through the distribution of literature on good planning practices. Additionally, providing larger entities like the City of Saint Paul with this information may help bring attention to the discrepancy between neighborhoods along the Central Corridor.

Although there are general concerns about personal safety and crime in the pedestrian realm, there are almost no locations identified for such concerns across the entire corridor. Finding data (on instances of mugging, for instance) may help narrow down areas where neighborhood residents should focus efforts on advocating for better planning (specifically for lighting).

The Central Corridor LRT will be used most successfully and safely if these issues can be addressed. A more continuous, welcoming pedestrian environment can only be ensured if every neighborhood along the corridor is well-planned. In some cases, this may mean extra help and resources are needed to help neighborhood representatives advocate for good planning. This report is intended to highlight where those resources are most needed, and what issues are most importantly addressed. Saint Paul districts 7 (Frogtown Community), 8 (Summit-University), and 11 (Hamline-Midway) in particular would benefit from assistance in developing a pedestrian vision, as well as identifying implementation steps and locations for improvements.

APPENDIX A- STUDY AREA



Map obtained from District Councils Collaborative

APPENDIX B- CENTRAL CORRIDOR AREA PLANS

Access Minneapolis Design Guidelines for Streets and Sidewalks
Active Living Ramsey Communities/Rondo Path for Health
Bicycle and Pedestrian Connections to Transit Infrastructure Study
Bike Walk Corridor Action Plan
Bridging the Gap (St. Anthony Park Neighborhood & Prospect Park Neighborhood)
Capitol Heights Small Area Plan
Cedar-Riverside Small Area Plan
Central Corridor Development Strategy
Comprehensive Plan for the Minnesota State Capitol Area
Dale Station Area Plan
Development Objectives for North Nicollet Mall
District 11 Plan
District 12 Plan
District 13 Plan-Merriam Park, Snelling-Hamline, Lexington-Hamline
District 7 Plan
District 8 Plan
Downtown Development Strategy
Downtown East/North Loop Neighborhood Master Plan
Downtown Saint Paul Station Area Plan
Elliot Park Neighborhood Master Plan
Fairview Station Area Plan
Fitzgerald Park Precinct Plan- With Amendments
Franklin-Cedar/Riverside Transit-Oriented Development Master Plan
Industry Land Use and Employment Policy Plan
Lexington Station Area Plan
Minneapolis Plan for Sustainable Growth
Minneapolis Warehouse Preservation Action Plan
North Quadrant Precinct Plan
Raymond Station Area Plan
Rice Station Area Plan
Snelling Station Area Plan
Southeast Minneapolis Industrial (SEMI)/Bridal Veil Refined Master Plan
University Avenue SE & 29th Avenue SE Development Objectives
University of Minnesota Area Neighborhood Impact Report
University of Minnesota East Gateway District Master Plan
University of Minnesota Master Plan
Update to the Historic Mills District Master Plan
West Bank Station Area Implementation Study
Westgate Station Area Plan

APPENDIX C- MATRIX DEFINITIONS

Pedestrian Realm Mentioned: If a plan used any wording concerning the pedestrian experience, like walkability or multimodal, the plan was considered to contain this item.

Overall Pedestrian Vision or Mission: Usually in an introductory sense, many plans contained some sense of goal-oriented planning for pedestrians. If a plan contained a goal-oriented statement such as a hope for a particular type of pedestrian experience ("safe," "walkable," "friendly"), the plan was considered to contain this item.

Types of Pedestrian Experience Identified: If a plan contained a wording that showed understanding of varying types of pedestrians and a variety of needs, it was considered to contain this item. This item attempts to capture the complexity of pedestrian issues—commercial sidewalks versus residential streetscapes; visitors interested in shopping versus residents, etc.

General Locations Identified: If a plan gave indication of identified areas for any kind of improvement, narrowing down the planning from the entire geographic region covered by the plan, this item was considered present.

Implementation Strategies Mentioned or Detailed: Even a well-defined goal for pedestrian improvements won't bring about results unless the plan shows understanding of the steps needed to attain these goals. If a plan showed a practical first step or explored what would be necessary to implement an idea, the item was considered "Mentioned." If the plan also included a more in-depth list of steps or strategies for bringing about results, or generally showed the capacity to begin work on an idea through noting the necessary stakeholders or barriers to implementation, the item was considered both "Mentioned" and "Detailed."

Case Studies or Examples Presented: If the plan included a precedent, which could include a graphic or simple mention of an implemented project with similar goals, the item was considered present.

Environmental/Sustainability Integrated: If the plan included wording that tied the pedestrian improvements into wider environmental concepts such as resident carbon footprint, urban reforestation, stormwater management, etc., the item was considered present.

Personal Safety (Crime) Goals: If the plan included a vision for pedestrians that made mention of crime, lighting, or safety, the item was considered present.

Crime Areas Identified: If specific locations where crime is a problem for pedestrians were included, the item was considered present.

Pedestrian Safety (Crossings) Goals: If the plan included mention of crosswalk safety from vehicular collisions, the item was considered present.

Unsafe Crossings Identified: If the plan included locations of existing problematic crossings for pedestrians, the item was considered present.

Streetscape (General) Goals: If the plan included a goal for the atmosphere or "look" of the neighborhood through streetscaping, the item was considered present. For instance, many plans included a a statement about unified signage, presence of shade trees for pleasant shopping experience, or generally aesthetic aims for the area.

Streetscaping Locations Identified: If the plan included potential locations for streetscaping improvements, the item was considered present.

Street Furniture Included: This item refers to benches, lighting (apart from crime), and signage. If the plan mentioned a desire for any of these types of street furniture, the item was considered present.

Street Furniture Locations Identified: If the plan included desired locations for added or improved street furniture, the item was considered present.

Plantings Included: If the plan included a desire for street trees, ornamental plantings, or any other kind of vegetation for the improvement of the pedestrian experience, the item was considered present.

Planting Locations Identified: If the plan included desired locations for street trees or other vegetation improvements, the item was considered present.

Design Guidelines: If the plan included either a reference to standard guidelines or set out a new set of guidelines, at whatever specificity level, the item was considered present.

Limitations:

Evaluating plans for the presence of these items was subjective due to the variety of language. Small Area Plans may contain a different level of formality than a Comprehensive Plan, and the presence or absence of these items is therefore sometimes unclear. These definitions attempt to describe broad categories for which there may be multiple ways of attaining an "X." For the exact wording, please consult the plans themselves.